



**STAFF REPORT
ACTION REQUIRED**

Authorization to Study Potential Heritage Conservation Districts (HCD) under Part V of the Ontario Heritage Act

Date:	August 16, 2012
To:	Toronto and East York Community Council Toronto Preservation Board
From:	Acting Director, Policy & Research, City Planning Division
Wards:	Ward 20 and Ward 27
Reference Number:	P:\2012\Cluster B\PLN\HPS\TEYCC\September 11 2012\teHPS38

SUMMARY

This report examines the potential Garden District Heritage Conservation District (HCD) Study Area, the potential King/Spadina HCD Study Area as well as the potential Historic Yonge Street HCD Study area and provides recommendations regarding the authorization of these areas for study under Part V of the Ontario Heritage Act. Each of the subject areas have been identified as one of the 97 potential HCD study areas in Official Plan Amendment No. 38 to allow the allocation of Section 37 funding for use in HCD studies (August, 2008), and each have also been identified areas with a high level of development pressure, as well as within high risk areas for the loss of potential heritage resources.

All of the subject study areas are recommended to be authorized for study under Part V of the Ontario Heritage Act. Authorization would allow for the areas to be immediately prioritized as a part of the Prioritization Criteria Report to be considered by Council to determine which potential HCD study areas in the City of Toronto are of the highest risk.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council authorize the King/Spadina area, as identified in Map 1 of the report (August 16, 2012) from the Acting Director, Policy and Research, City Planning Division, for a Heritage Conservation District Study under Section 40.(1) of the Ontario Heritage Act.

2. City Council authorize the Garden District area, as identified in Map 2 of the report (August 16, 2012) from the Acting Director, Policy and Research, City Planning Division, for a Heritage Conservation District Study under Section 40.(1) of the Ontario Heritage Act.
3. City Council authorize the Historic Yonge Street area, as identified in Map 3 of the report (August 16, 2012) from the Acting Director, Policy and Research, City Planning Division, for a Heritage Conservation District Study under Section 40.(1) of the Ontario Heritage Act.

Financial Impact

There are no financial implications resulting from the adoption of this report.

DECISION HISTORY

City Council on November 29, 30 and December 1, 2011, adopted the following recommendation for "Preliminary Report – Downtown East Planning Study":

2. Upon adoption of Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference, City Council direct City Planning to report back to Council seeking authority to initiate a Heritage Conservation District (HCD) Study under section 40. (1) of the Ontario Heritage Act for the area described in this report and to be paid for through the provision of Section 37 funds.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.TE11.43>

The Planning and Growth Management Committee on February 16, 2012 requested the Chief Planner and Executive Director of City Planning to report back to the Toronto East York Community Council on the Authorization to Study the Entertainment District, Harbord Village Phase 3, and King Street West as potential Heritage Conservation Districts under section 40(1) of the Ontario Heritage Act.

<http://app.toronto.ca/tmmis/viewPublishedReport.do?function=getDecisionDocumentReport&meetingId=5634>

ISSUE BACKGROUND

Staff have recommended the authorization of three HCD study areas, King/Spadina, Garden District and Historic Yonge Street.

King/Spadina Area Context

The King/Spadina area is one of 96 neighbourhoods identified in the Official Plan authorising the use of Section 37 funds for the funding of heritage conservation district studies (August 2008).

An authorization report for King Street West, Entertainment District and Harbord Village Phase 3 was requested as a part of the February 2012 Planning and Growth Management (PGM) committee meeting. Harbord Village Phase 3 is not proposed for authorization at this time, as a nomination for the area is currently being completed by the Harbord

Village community members, as per the requirements of "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" (January 2012).

King Street West as well as the Entertainment District together consist of the King/Spadina study area identified as one of the 97 potential HCD study areas in the Official Plan to allow the allocation of Section 37 funding for use in HCD studies. Should the Entertainment District and King Street West character areas be determined during the study area to be distinct, these areas will undergo separate and distinct HCD plans.

King/Spadina History and Character

King/Spadina District, referred to as 'New Town' when it was established in 1797 by city administrator Peter Russell, was predominantly an institutional precinct. With the later introduction of the steam railway to the area came the development of residential, commercial and especially industrial buildings in the late 18th century. The King/Spadina manufacturing district contained the garment district, as well and many manufactories, which have since been converted for use in an office, residential or entertainment capacity. The area mainly comprises former industrial buildings, entertainment venues and commercial outlets around King Street West. The general historic character of the area remains that of an industrial scale neighbourhood with a consistent street relationship.

The commercial strip along King Street contains some early Second Empire style commercial terraced buildings alongside larger six storey plus former industrial red brick buildings. These structures house an array of various restaurant and bar types, including 'restaurant row' on King Street West, coffee and specialist retail shops.

Garden District Area Context

The Garden District is a predominately residential area, with some commercial areas on arterial roads, located in Downtown Toronto. Also known as Downtown East, Garden District is found between Allen Gardens and Moss Park. Allen Gardens, which falls within the Garden District study area, is one of 97 neighbourhoods recommended in the Official Plan authorising the use of Section 37 resources for the funding of heritage conservation district studies (August 2008).

The proposed Garden District HCD study area is currently subject to the Downtown East Planning study. In November, 2011 City Council directed staff to prepare an authorization report subsequent to the adoption of "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" (January 2012).

Garden District History and Character

The subject area was subdivided in the 1840s and 1850s from the William Jarvis, Thomas Ridot and William Allan park lots, on which the Jarvis and Sherburne Street residential corridors were built. In 1880 the area was recognized as one of Toronto's most fashionable neighbourhoods. However, by 1890 this popularity had begun to decline as Victorian architectural styles became less popular. This led to a number of properties being either sold to institutions, or demolished and replaced by Classical Revival or

Edwardian town houses and 3-4 storey apartment buildings. In 1955 the City of Toronto Parks Department recommended that the subject study area be demolished to create a sweeping "Central Park" for Toronto. This recommendation was not approved and today the area, which still contains a mix of housing, is dominated by a variety of grand Victorian, Edwardian and Second Empire style residential houses.

Historic Yonge Street Area Context

Historic Yonge Street has been nominated by the Bay Cloverhill Community Association (BCCA) and the Church Wellesley Neighbourhood Association (CWNA), through the nomination process outlined in "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" (January 2012). The nominators have identified the following boundaries to be considered: Yonge Street and adjacent blocks and lanes, located north of Davenport Road to the north, Bay Street to the west, Church Street to the East and Carleton/College Street to the south. Historic Yonge Street is one of 97 neighbourhoods recommended in the Official Plan authorising the use of Section 37 resources for the funding of heritage conservation district studies (August 2008), identified a Yonge-Yorkville in the subject report.

The proposed Historic Yonge Street HCD study area is currently subject to a development review entitled "North Downtown Yonge Street Planning Framework" to address the rapid and intensive development of the area.

Historic Yonge Street History and Character

Historic Yonge Street consists mainly of low rise 19th century commercial buildings, interspersed with mid to low rise residential and mixed use infill developments from the 1920s-40s, as well as 20th century apartment structures. Yonge Street opened in 1796 as a rough, but straight, path from Toronto Harbour to the Holland River near Lake Simcoe. In the early part of the 19th century this section of Yonge Street, north of College, south of Bloor, primarily consisted of estate residential buildings, similar to the early development of Church and Jarvis Streets. However, later in the 1870s and 1880s, Yonge Street saw a boom in commercial growth, and increasingly populated by small shops and later, typical Ontario main street commercial buildings.

Historically and contemporarily a primary commercial artery of Toronto, Yonge Street is informally considered to be 'Toronto's Main Street'. Yonge Street has been the location of many of Toronto's annual parades, beginning in 1905 with Toronto's Santa Claus parade. Yonge Street has also been the location of numerous spontaneous celebrations, such as:

- Street parties at the end of WWII in 1945;
- In 1967 when the Toronto Maple Leafs defeated the Montreal Canadiens to win the Stanley Cup;
- In 1992 and 1993 when the Blue Jays won the World Series; and
- During the Winter Olympics in 2002 and 2010, when the Canadian men's hockey team won the gold medal

Yonge Street retains a significant number of its historic buildings and heritage character. The unique character of Yonge Street is defined by the variety and vitality of its eclectic mix of uses, as well as the low rise 19th-century built form. The majority of mid-century infill development has typically been in-keeping with the 19th century built form of the area.

COMMENTS

King/Spadina Rationale for Study

The King/Spadina potential HCD study area has been identified by staff as likely to meet the criteria for the determination of Cultural Heritage Value within a Heritage Conservation District, as described in "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference", which requires that an area is likely to display at least one of the following: design value or physical value, historical value or associative value, contextual value, social value or community value and/or natural value or scientific value.

The subject area is currently under intensive redevelopment, characterized by high-rise developments, which are increasingly an apparent part of the built fabric. The proposed study area is currently under intense development pressure as well, with a significant number of development projects progressing through the planning process. As this area currently has no heritage status under Part V of the Ontario Heritage Act, this intensive redevelopment may threaten the heritage character of King/Spadina.

If authorized, the subject area will be reviewed as per the prioritization criteria developed by staff directed by Council to determine which of the potential Toronto HCDs are to be prioritized for study. The subject study area is recommended for authorization as per the "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" policy document. Any future HCD study completed for this study area will be required to be in keeping with this document.

King/Spadina Proposed Study Boundary

The King/Spadina study area has been identified by staff through a site visit and preliminary ground survey completed in June, 2012, and includes the area approximately defined as immediately south of the Queen Street West HCD, west of University Ave, along Simcoe Street, inclusive of the south side of King Street east of Spadina, Clarence Square, and the south side of Wellington west of Spadina, and bounded to the west by the east side of Bathurst Street. (Map 1)

The areas south of King Street, east of Spadina, including Mercer Street, have been subject to significant development. As such, these areas have been excluded from the study area, as the integrity of the heritage character of this area has been too significantly compromised to warrant inclusion. As the area is currently afforded no heritage status, under Part V of the Ontario Heritage Act, this intensive redevelopment of this is a threat to the heritage character of King/Spadina.

It is recognized by staff that it is possible that there may be multiple character areas within the proposed study area, including the King Street West, Entertainment District and Spadina Ave. character areas. However, there are no clear boundaries between the subject character areas. As such, staff expects that delineation of the boundaries between these character areas may require further study.

Garden District Area Rationale for Study

The Garden District potential HCD study area has been identified by staff as likely to meet the criteria for the determination of Cultural Heritage Value within a Heritage Conservation District, as described in "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference".

The proposed Garden District HCD study area is currently subject to the Downtown East Planning study. In November, 2011 City Council directed staff to prepare an authorization report subsequent to the adoption of the Heritage Conservation District policies.

The proposed study area is currently under intense development pressure, with a significant number of development projects progressing through the planning process. As this area currently has no heritage status, under Part V of the Ontario Heritage Act, this intensive redevelopment may threaten the heritage character of the Garden District.

If authorized, the subject area will be reviewed as per the prioritization criteria developed by staff directed by Council to determine which of the potential HCDs are to be prioritized for study. The subject study area is recommended for authorization as per the "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" (January 2012) policy document. Any future HCD study completed for this study area will be required to be in keeping with this document.

Garden District Proposed Study Boundary

The proposed Garden District HCD study boundary (Map 2) is within the study boundary for the Downtown East planning study, and was determined by a site visit and preliminary survey of the area. Features to be excluded from the study area include the majority of Jarvis Street, Seaton House, the Ontario Youth Court building at 311 Jarvis, which backs onto George Street, as well as several residential and commercial structures which do not appear to be consistent with the overall character of the area. The Ontario Youth Court building is provincially owned, and as such cannot be designated under the Ontario Heritage Act at this time. Sherbourne Street is to be included in the study area, as the majority of both sides of the street appear to share a historic quality and character consistent with the Garden District study area and appear to have a high level of heritage integrity.

Historic Yonge Street Rationale for Study

The Historic Yonge Street potential HCD study area has been identified by staff as likely to meet the criteria for the determination of Cultural Heritage Value within a Heritage

Conservation District, as described in "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference".

Historic Yonge Street retains a significant number of its historic buildings and heritage character. This area of Yonge Street between College Street/Carlton Street to Bloor Street and Church Street to Bay Street has seen increased development activity and interest, making it particularly at risk to the loss of heritage character. As this area currently has no heritage status, under Part V of the Ontario Heritage Act, this intensive redevelopment may threaten the overall potential heritage character of Historic Yonge Street.

Although the area was nominated by the Bay Cloverhill Community Association and the Church Wellesley Neighbourhood Association, it has been determined that an HCD Study and Plan for the area will be led by the City. As a result the recommendation for a community meeting regarding the nomination prior to the area being authorized for study is unnecessary.

If authorized, the subject area will be reviewed as per the prioritization criteria developed at the direction of Council to determine which of the potential Toronto HCDs are to be prioritized for study. The subject study area is recommended for authorization as per the "Heritage Conservation Districts in Toronto: Procedures, Policies and Terms of Reference" (January 2012) policy document. Any future HCD study completed for this study area will be required to be in keeping with this document.

Historic Yonge Street Proposed Study Boundary

The area proposed by the nominators includes the Yonge Street commercial corridor and adjacent blocks and lanes, located south of Davenport Road, east of Bay Street, west of Church and north of Carleton/College Street.

Staff have reviewed the proposed boundary and through a site visit and preliminary survey of the area with the nominators have proposed a study boundary, which includes the east and west sides of the Yonge Street commercial corridor between Dovercourt to the north, and Carleton to the south, as well as commercial areas directly to the west of Yonge Street on Carleton Street, Wellesley Street, St. Joseph Street, St. Nicholas Street, and Irwin Ave. (Map 3)

Village residential areas, found on Dundonald and Gloucester, St. Mary and Charles Street have been excluded, as they have a distinctly different character and history from the Historic Yonge Street corridor. The west side of Church street has been excluded because this area is considered a part of the Church/Wellesley area, a community with a distinct history and character separate from that of Historic Yonge Street, likely worthy of its own study. The west side of Bay Street has been excluded as the character and integrity of the area is not consistent with that of Historic Yonge Street.

CONCLUSION

The King/Spadina, Garden District and Historic Yonge Street potential HCD study areas have been identified by staff as areas likely to meet the criteria for the determination of Cultural Heritage Value within a Heritage Conservation District. Due to development pressures and planning priorities existent in these areas, the fragility and risks to the remaining heritage resources, these study areas are recommended to be authorized for study under Part V of the Ontario Heritage Act. Authorization will allow for the areas to be immediately prioritized as a part of the Prioritization Criteria Report to be considered by Council to assess which potential HCD study areas should be commenced.

CONTACT

Mary L. MacDonald, Acting Manager
Heritage Preservation Services
Tel: 416-338-1079; Fax: 416-392-1973
E-mail: mmacdon7@toronto.ca

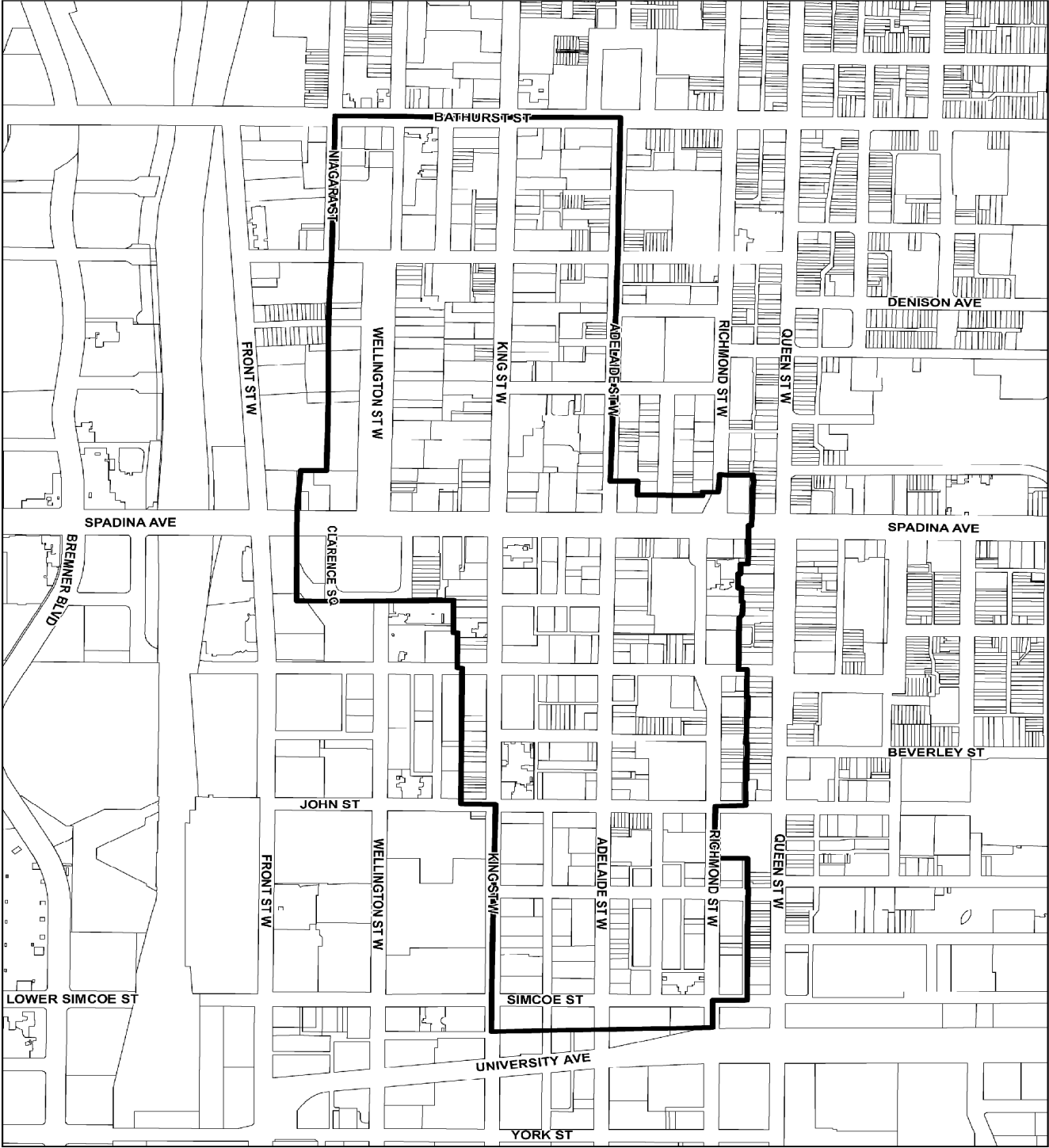
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Kerri A. Voumvakis
Acting Director, Policy & Research
City Planning Division

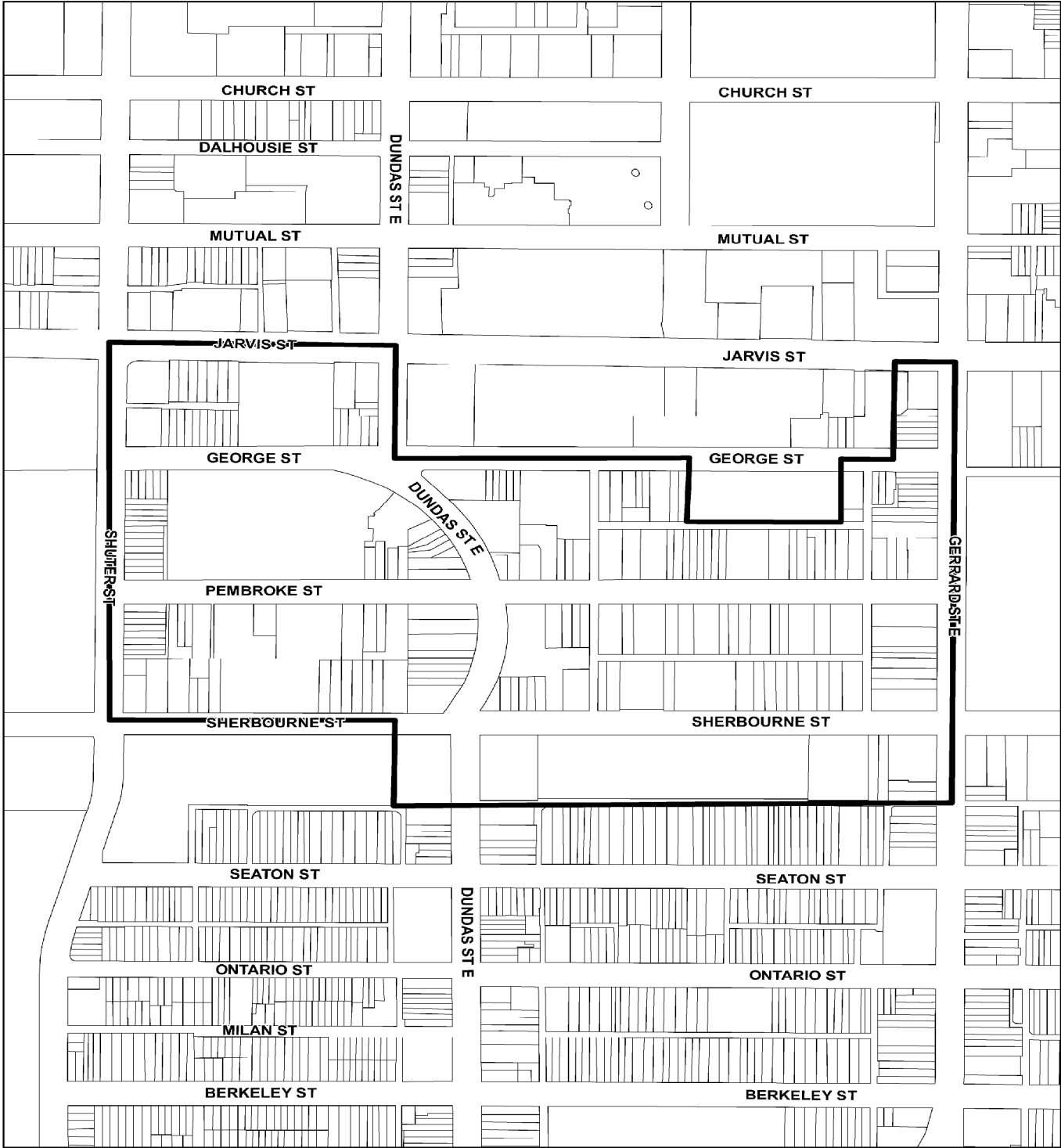
ATTACHMENTS

Attachment 1 – Map 1 – The proposed King/Spadina HCD Study area
Attachment 2 – Map 2 – The proposed Garden District HCD Study area
Attachment 3 – Map 3 – The proposed Historic Yonge Street HCD Study area

Map 1 – The proposed King/Spadina HCD Study Area



Map 2 – The proposed Garden District HCD Study Area



Map 3 – The proposed Historic Yonge Street HCD Study Area

